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ABSTRACT

A study examined the ways in which practitioners in four states were defining the terms coordination/cooperation/collaboration when directing the monies set aside in Job Training Partnership Act (JTPA) funding for use in coordination among educators and job training providers. Case studies of the use of 8 percent set-aside monies were conducted in Colorado, New Hampshire, Ohio, and Texas, and practitioners working with JTPA programs in Alaska, Florida, and Washington were contacted. Attempts at cooperation were being made; however, terminology should be clarified to help practitioners understand what is expected of them. Technical assistance between levels of government is necessary to provide effective policy transmission. When this technical assistance is provided, a delicate balance must be maintained between respect for a state's unique system of problem solving and the general values and goals created by Federal legislation. A circular model representing collaboration, cooperation, and coordination as concentric circles lying progressively closer to the central core of program outcomes was developed during the study. (Appendixes to this report include cross-references in the Carl D. Perkins Vocational Education Act and JTPA, a flowchart illustrating state levels of vocational education administration, sample questions asked during the study, information sources on the JTPA 8 percent set-aside, and five pages of references and suggested readings.) (MN)

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COLLABORATION, COOPERATION AND COORDINATION--TOWARD A DEFINITION FOR EDUCATORS AND JOB TRAINERS: A CASE STUDY OF STATE JTPA "EIGHT PERCENT" PLANS

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FOREWORD

Recent budget cuts have increased interest in maximizing the effectiveness of the Federal dollar. A policy implementation study of Federal legislation that mandates coordination between employment and training and education systems seemed relevant and useful. The information presented in this publication is a model designed to enhance practitioners' ability to work together.

The research conducted in developing the model was completed by Dr. Delina R. Hickey, one of two 1984-85 Fellows in the Advanced Study Center at the National Center for Research on Vocational Education. Dr. Hickey is also Professor of Education at Keene State College, Keene, New Hampshire, and had formerly served as a member of the New Hampshire State House of Representatives from 1980-1984.

Dr. Hickey combined her appointment as a Fellow in the Advanced Study Center with an Associate in Education at the Harvard University Graduate School of Education. This concurrent appointment was designed to aid in the integration of education and policy studies. Many thanks to Dr. David Cohen for professionally supporting and encouraging this joint appointment.

The case-study process used by Dr. Hickey involved visits to four States and personal contact with numerous individuals in each of those States. Sincere appreciation is extended to each of these individuals as well as the many others that mailed in materials or returned phone calls.

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EXECUTIVE SUMMARY

Strong legislative mandates presently exist in the Job Training Partnership Act as well as in the more recent Carl D. Perkins Vocational Education act of 1984 calling for coordination between education and job training providers. Not only are the two groups required to coordinate but state agencies must direct the use of the 8 percent set-aside in JTPA for this purpose.

In order to ascertain how practitioners were defining the term coordination/cooperation/collaboration operationally and what factors needed to be present to maximize coordination/cooperation/coordination, a qualitative research method, the case study was used. Four states were chosen for visitation based on their geographic diversity as well as vocational administrative structure for education. The states in alphabetical order are:

Colorado

New Hampshire

Ohio

Texas

A personal contact was made with key actors in an additional three states:

Alaska

Florida

Washington

FINDINGS

The ten mail conclusions arrived at through 100 hours of discussions conducted plus the numerous documents reviewed are as follows:

1. Individuals, agencies, and organizations are making attempts to coordinate/cooperate/collaborate.

2. Groups/individuals need incentives and successes to continue their desire to work together.

3. Individuals as well as groups need to see a direct benefit and a positive consequence of the cooperative effort for their organization.

4. Terminology needs to be made clearer so that those involved in implementation understand expectations.

5. Since each state perceives its education and training needs through its own prism, policy implementation studies can only be useful when an appreciation of the state's context is the basis for any study or program evaluation.

6. A delicate balance must be maintained between a respect for a state's unique system of problem solving and the general values and goals created by Federal legislation.

7. Clear operational of coordination/cooperation/collaboration are needed as a starting point.

8. Technical assistance from Federal to state level and state to local level is needed to provide effective policy transmission across governmental boundaries.

9. The technical assistance needs to be provided in the context of the environment in which it is to take place.

10. Change is slow. Coordination/cooperation/collaboration processes need to develop and mature if they are to produce desired program outcomes.

A PROPOSED MODEL

A circular model was developed as one method to help bring about change. The model is a generic one; each state must consider the factors that are relevant to its specific situation. Political climate, environmental factors, state agency organizational structures, and histories must be considered when coordination is being implemented.

The dictionary definitions were the basis for designing this model to help state and local actors visualize the influences that affect their coordination, collaboration effort. Agencies such as the employment service, the state education agency, or a local education agency that has an effect on the coordination, cooperation, and collaboration effort are presented as outside influences. This model does not speak to all influences that would or could affect a given state or locality, not does it weight these influences. The model and its use will vary depending on the specific situation in which it is applied.

Each ring of the model uses the dictionary definition for the term. Collaboration, defined as working together (coordinating joint meeting, sharing meetings), is placed farthest from the center (program outcomes) since it refers to contact without a specific benefit or outcome.

Coordination, which is defined as working toward effective results (fund a liaison person from vocational education to provide technical assistance for program development; leverage JTPA funds with other economic development activities that result

in additional job opportunities), is placed closest to the center as it leads most directly to program outcomes.

The purpose of the model is to provide directionality, that is, a working toward desired program outcomes through procedural processes--coordination, cooperation, and collaboration. A circular model was used for two reasons. First, the farther the ring is from program outcomes, the less directly related these activities are to those outcomes. The converse is true. The more directly the activities related to the program outcomes, the closer they appear to in in the model.

Second, the circular model connotes a fluidity. For example, a state governor might want to set a goal for education and training that would be an example of coordination. In order to achieve the goal, coordination and cooperation need to take place. There will be an initial movement away from program outcomes while collaboration and cooperation are established and then a movement back toward program outcomes.

IMPLICATIONS FOR VOCATIONAL EDUCATION

Although most of the dollars for vocational education are state rather than federal, there still is national interest in coordinated efforts between JTPA and vocational education. the new vocational education legislation, the Carl D. Perkins Vocational Education Act of 1984, makes 20 separate references to the Job Training Partnership Act, 9 of which are to the coordination effort between these 2 pieces of legislation.

This legislative linkage suggests the possibilities for new and expanded roles for vocational educators:

- This is an opportunity for vocational educators to take a proactive role in developing operational definitions for coordination, cooperation, and collaboration.
- Vocational educators can provide technical assistance to JTPA actors both at the state and local level regarding program planning and implementation.
- Vocational educators can work with JTPA in developing measurable goals for education and training since JTPA must use education standards in training.
- Vocational educators can take a leadership role in developing common databases for education training and employment program implementation.
- Since the Perkins Act moves the federal role in vocational education more toward providing programming to disadvantaged populations, vocational educators need to help adapt existing programs and courses to meet the needs of the special populations addressed both in that act as well as in the Job Training Partnership Act.

In addition, there are ways in which the JTPA community can work more effectively with the vocational education system.

- JTPA actors can and should request more technical assistance from both state and local vocational educators.
- JTPA actors need to become familiar with the new Carl Perkins legislation so that they can coordinate, cooperate, and collaborate more effectively with vocational educators.
- JTPA actors can and should review the state vocational education plan.
- Private Industry Council members should educate themselves to the services local education agencies can and do provide in order to make the most informed choice when providing training for clients.

- JTPA actors can and should communicate goals and objectives of their programs with the vocational education community to provide a basis on which vocational educators can coordinate, cooperate, and collaborate.

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INTRODUCTION

The purpose of this publication is to relate how the terms coordination and cooperation have been defined operationally in the implementation of the Coordination and Grants Section of the Job Training Partnership Act. The author's interest in policy studies research was born out of 22 years as an educator, beginning as an elementary-level teacher who sat on numerous curriculum and school evaluation committees, as well as on committees to develop policy and mission statements for local public school districts. This was followed by graduate school and 15 years as a teacher and counselor, serving on many local, State and National committees which looked at the issue of education and curriculum development from the practitioner's perspective. The last 4 years of these activities were performed while teaching college full-time and simultaneously serving 2 terms in the State legislature of New Hampshire with leadership on the Ways and Means Committee.

The collaboration study was an outgrowth of the author's background as practitioner, teacher, and politician, not as a researcher or a scholar of policy and implementation studies. This publication does not attempt to relate organizational theory to the existing situation regarding coordination nor to do more than acknowledge that concern is greatest when agencies believe that their very existence is in direct proportion to the numbers of clients served. This is said, not by way of apology, but

rather to permit the reader to put the study in the appropriate perspective.

This publication is designed to be read by the practitioners who made it possible in the hope that it will shed greater light on their situation and provide practical alternatives to current practices. In addition, policymakers can gain greater insight into their dilemmas. The case-study method was used to examine the Federal policy of coordination. The study called for discussions with actors at the Federal, State, and local level involved with the Job Training Partnership Act, Section 123. It indicates that the sums available for this section pursuant to section 202 (b) (1) shall be used by the Governor to provide financial assistance to any State education agency responsible for education and training

> (1) to provide services for eligible participants through cooperative agreements between such State education agency or agencies, administrative entities in service delivery areas in the State, and (where appropriate) local educational agencies; and (2) to facilitate coordination of education and training services for eligible participants through such cooperative agreements.

The following is a list of the main conclusions arrived at through 100 hours of discussions and rev_ew of numerous documents:

- Individuals, agencies, and organizations are making attempts to coordinate, cooperate, and collaborate.
- Groups and individuals need incentives and successes to foster their desire to work together.
- Individuals as well as groups need to see a direct benefit and a positive consequence for their organization from the cooperative effort.
- Terminology needs to be clearer so that those involved in implementation understand all the expectations.

- Since each State perceives its education and training needs through its own prism, policy implementation studies can be useful only when an appreciation of the State's context is the basis for any study or program evaluation.
- A delicate balance must be maintained between respect for a State's unique system of problem solving and the general values and goals created by Federal legislation.
- Clear operational definitions of coordination, cooperation, and collaboration are needed as a starting point.
- Technical assistance from Federal to State level and State to local level is needed to provide effective policy transmission across governmental boundaries.
- Technical assistance needs to be provided in the context of the environment in which it is to take place.
- Change is slow. Coordination, cooperation, and collaboration processes need to develop and mature if they are to produce desired program outcomes.

The rationale for the study, review of the literature, and methodology that led to these conclusions are presented to make the conclusions meaningful to the reader.

This policy of collaboration between educational agencies and job training programs is not new, but the issue is now being addressed in more systematic legislative terms at the Federal level. The movement toward a Federal policy of coordination, cooperation, and collaboration has been documented in policy research on employment and training for more than a dozen years (Levitan and Taggart 1971). Its formalization is a central feature of recent employment and training and vocational education legislation.

In a report to the National Commission for Employment Policy, Ketron, Inc., (1981) suggested that coordination agreements in the legislation for one program should be reinforced by mention of

coordination requirements in the legislation for related programs. The interest in coordination is so strong that coordination language was explicitly incorporated into the Carl D. Perkins Vocational Education Act of 1984. Indeed, in the Perkins Act, 20 references can be found to the Job Training Partnership Act of October 1982 (See appendix A).

The Job Training Partnership Act (JTPA) refers to coordination with State and local education agencies--and particularly with the vocational education system. State Education Coordination and Grants, section 123, explicitly addresses coordination and cooperation among agencies. This publication and the study on which it is based focuses on that section of the JTPA.

Although the actual dollars represented by the 8 percent set-aside in section 123 are not great, Darr, Hahn, and Osterman (1985) argued in a report for the National Commission for Employment Policy that the 8 percent provides a policy tool for improving educational and employment outcomes for both disadvantaged youth and adults. The dollar figure available cannot provide for comprehensive programming but can act as a catalyst for change. A common project that is substantial enough to capture the attention of key decision makers is suggested. Hahn suggested that the issue of collaboration be pursued and that the publication's scope be limited to the 8 percent set-aside on the grounds that this focal issue would increase the likelihood of meaningful and useful results. Since this section of the JTPA uses the terms cooperation and coordination, and since much of the literature

uses the term collaboration, all three terms will be considered here.

According to Bailes (1984), common sense suggests that increasing coordination procedures may be useful as a goal in and of itself. However, he also indicated that public policymakers and administrators should be concerned with the result of coordination.

Although this separation of coordination from outcomes is arbitrary and artificial and in some cases may even prove to be impossible, the initial goal of this study was to determine the use of the terms coordination, cooperation, and collaboration. Since section 123 of JTPA does not define these terms operationally, the following basic dictionary definitions taken from Webster's Ninth New Collegiate Dictionary, 1984, were used:

- Coordination: harmonious functioning of parts for most effective results
- Cooperation: association of persons for common benefit
- Collaboration: to work jointly with others

The assumption from this practitioner's point of view is that the clearer the terminology and the more operational the definition, the easier it becomes to determine if the legislation is being implemented and if the outgrowth policy from the legislation is sound.

Many factors influence the coordination, cooperation, and collaboration efforts that are outlined in this publication. These terms are viewed here as a means to an end rather than ends in themselves. Although questions such as Why are we working

together? For what purpose? and How is this going to benefit my clients? may appear simplistic from the policymakers' point of view, the actor implementing the actual program has programmatic needs and questions.

Initially, these items were defined within the context of identified usage by practitioners at the State and local level and specifically addressed the following questions:

1. What forms do coordination, cooperation, and collaboration take in State and local JTPA implementation?

2. How do coordination, cooperation, and collaboration affect program implementation? What are the major effects?

3. What characteristics must be present in order to maximize the chances of coordination, cooperation, and collaboration occurring in a given setting?

4. Can these characteristics be generalized from one setting to another?

THE HISTORY OF COORDINATION

To conduct this study, it was important to become familiar with the literature in three areas: policy, employment and training, and vocational education. Because the study is about coordination, it was important to get a historical perspective from the three disciplines on the issue in order to appreciate some of the current concerns, especially relating to employment and training and education, specifically vocational education.

The Comprehensive Employment and Training Act (CETA) was intended to decentralize the design and delivery of employment and training programs to the local "prime sponsor." This procedure

would allow local decision makers to operate training programs in accord with local need. In the change to CETA, the amount of dollars available from Federal sources for program development dropped.

The State's role in the CETA legislation was ambiguous. The act made the State responsible for central coordination but provided few resources to carry out the task. As a result, the role of the State was weakened and the coordination efforts became haphazard. Some coordination with vocational education did occur at the local level, however. Local actors tailored National policy to meet their particular set of circumstances. Coordination of service delivery occurred at the initiative of individuals but not as a matter of legislative policy. Consequently, critics viewed CETA as highly politicized and subject to local political interest group influence. Levitan and Taggart (1971) pointed to the need for improved coordination to increase the effectiveness of such programs--but they cautioned that it takes time to produce the optimal degree of coordination.

Coordination was again addressed in the Education Amendments of 1976, which rewrote the Vocational Education Act of 1963 and called for an updating of the linkage of vocational education and CETA through coordinated planning, data collection, and usage. Results remained dependent on local individual initiative. Such legislation led to the common assumption that successful program implementation requires a charismatic leader.

In the first 5-year report (1974-1979) of the National Commission for Manpower (now the National Commission for

Employment Policy), Ginzberg (1979) addressed the need for improved coordination as a fundamental step in improved administration and management of the human resource development effort.

The employment and training legislation, the Job Training Partnership Act of 1982, represents a change in policy in several respects that directly affects coordination, as shown in the following examples:

- The State, through the Governor, has a significant role to play in setting policy and overseeing the administration of JTPA.
- The legislation is much more narrow in its focus, concentrating on job training for targeted groups and eliminating automatic living allowance payments.
- The private sector has the major policy-making power at both the State level in the Job Training Coordinating Council, and at the local level in the Private Industry Council.
- The private sector is primarily used for job training and placement.

Why the shift? The policies being developed by the Federal Government reflect the discrepancy between the demands being made upon public resources and the willingness of taxpayers to provide these resources. The outcome of this discrepancy is budget cutting, deregulation, discontinuation of programs, general cuts in the size and role of the Federal Government, and the emergence of State government as a powerful political force. In addition to these changes, we are concerned with our ability to compete in the world market.

The concern with our position in the world market was one issue that led to the creation of the National Commission on

Excellence in Education (1983), which investigated the status of our educational system. The Commission's report, A Nation at Risk, followed by more than two dozen similar studies, rocked the American education community. The political response has been rapid and profound.

State legislatures around the country have introduced legislation designed to improve our educational system. These bills range from a State competency testing system for teachers to increased math and science requirements for students. State education agencies (SEAs) and local education agencies (LEAs) are responsible for implementing these reforms. With change occurring at a rapid pace, a great deal of confusion has resulted within SEAs and LEAs. Newly added graduation requirements have caused a ripple effect. Little guidance is provided by these legislative initiatives in deciding what courses or programs should be cut. The "reforms" are primarily directed at basic skills and the improvement of knowledge in science and technology. If programs need to be cut, the pressure falls on vocational education programs.

The response of the vocational education community in The Unfinished Agenda (National Commission on Secondary Vocational Education 1984) reflects this concern. For example, this report stated: "The assumption is that more academics, which may be the best preparation for college, is also the best preparation for life. This assumption is wrong" (p. 1). The report goes on to say that all students need both academic and vocational courses as preparation.

This pattern of reform has created the fear that fewer students will be able to take advantage of vocational education programs. A greater number of school dropouts may result, which could lead to an increased number of individuals in need of vocational training.

This climate suggests a greater need for postsecondary job training in the future. The Perkins Act calls for coordination between JTPA and vocational education. Taken together, these two legislative thrusts create an opportunity for vocational educators to take a leadership position in employment and training programs.

The interest reflected in this publication in policy studies research stems from the author's background, as mentioned earlier, as educator and State legislator. The cautions, concerns, and considerations expressed by public policy scholars make a great deal of sense from the long-term practitioner's perspective. Seldom does a clear policy statement become implemented quite as it was conceived.

The importance of context in policy implementation is well documented in the literature. Iannaccone (1970, 1974), McLaughlin (1983), and Patterson (1968) identified specific features of context that are critical to successful implementation. These include the historical context of the policy issue, the political culture of the State, and the attitudes of the bureaucracies involved.

The historical context of JTPA has been addressed earlier. The political culture of each State is an additional and equally important consideration.

From the perspective of a former State legislator, more attention needs to be paid to differences among State political systems when considering policy implementation. Patterson (1968) called for the focus of public policy to be on the political cultures of the American States. Each State has a unique history, political institutions, economic conditions, and personality that shape its political process. Most commonly, we focus on those factors that facilitate policy implementation. Patterson suggested that this must be balanced by awareness of inhibiting forces that prevent successful implementation. The dynamics of individual State political climates assume greater significance as State governmental power in public policy increases.

Murphy (1971) aptly pointed out that in the last 20 years, the growth in State government has had a tremendous effect on the variety of ways in which policies are being implemented. More attention needs to be paid to the effect of these State systems on the success of Federal policy implementation.

The shrinking Federal dollar and the increased competition for that dollar will be additional forces affecting cooperation between agencies both at the State and local level (Fuhrman 1979).

Policy implementation cannot "succeed" unless individuals and organizations are willing to take responsibility for producing its success (Elmore 1974). No piece of legislation can make all its goals and objectives explicit. The clarification of the objectives of a given policy is a social phenomenon that takes place within a political context in which the separation of facts

and values is arbitrary and unrealistically artificial (Wildavsky 1979). The law initiates, but the actors create the action.

In summary, Pressman and Wildavsky (1984) suggested students of policy implementation must remember that a consequence of living in our form of democracy is that differing values and practices will not end. These differences necessarily are a part of all implementation. Policy implementation and evaluation should be superseded by a sustained social analysis involving a full consideration of the context in which the policy is implemented.

METHODOLOGY

The purpose of this study was to ascertain, by means of the case-study method, how the terms collaboration, cooperation, and coordination were being defined operationally in implementation of the Education Coordination and Grants section of the Job Training Partnership Act. An additional goal in the study was to determine what environmental characteristics need to be present to maximize coordination, cooperation, and collaboration, and to determine if these characteristics were common across States. Spirer (1980) pointed out it is precisely because the case-study method draws on a variety of disciplines to describe a phenomenon in the context of its environment that it is the most appropriate for such a project.

This method provided an opportunity to learn about interactions among those involved in implementation. In this way a sense is gained of the complex chains of reciprocal interactions

that are the reality behind the apparent simple causal sequences (Pressman and Wildavsky 1984).

Policy experts in education would generally agree that implementation can best be understood as an exploratory rather than a predictable instrumental behavior (Pressman and Wildavsky 1984). In order to understand how policy implementation operates, one must observe it in the naturalistic setting. To begin the exploration of the issue of coordination, cooperation, and collaboration, some assumptions were made.

- Assumption one. Coordination, cooperation, and collaboration are procedural policy issues and should be encouraged as means to an end defined by the actors involved in implementation.

- Assumption two. Policy implementation terms should be used jointly when evaluating programs. Wildavsky (1979) suggested that to consider the terms independently would be fatal--if to nothing else, then to the outcome of the study.

- Assumption three. The actors involved in the implementation of the collaboration are going to render a truer picture of what collaboration entails when confronted directly than when surveyed.

- Assumption four. The study of any policy is contextual. No piece of the policy implementation process can be fully understood in the absence of an understanding of the social context within which it occurs.

- Assumption five. States vary greatly in their governance structure as well as in their responsiveness to ideas, policies, and programs. Each State sees the world through a prism. Each State has a collective State morality that is based on a set of public values, mores, and myths the State holds dear. Each State's actors view the world from their respective State viewpoint and act on any given piece of legislation from that perspective (Garreau 1981).

- Assumption six. That implementation of Federal influence can be divided into three domains:

1. The "decision domain," where "big decisions" are made.

2. The "administrative and support domain," which ranges from middle-federal to local administrative levels.

3. The "operators' domain" in which "social service delivery organizations are dealing directly with project participants."

This study does not seek in any way to negate or ignore contextual differences, but rather to seek commonalties that can be generalized across States and regions, focusing on domains two and three as outlined in assumption six.

No attempt was made to quantify the findings other than to report in a numerical way the contacts made, sorting systems used, and number of reports read that were the basis for the conclusion drawn.

Sources of Data

Data included written documents dealing with the JTPA legislation and implementation as well as taped discussions from field site visits to four States (New Hampshire, Ohio, Texas, and Colorado). In addition, key actors in three other States (Alaska, Florida, and Washington) were contacted for further elaboration on their written documents.

Written Sources

Primary sources of data.

- The JTPA legislation as well as the rules and regulations. The Carl Perkins legislation as well as the rules and regulations.

- All 50 State plans for the JTPA State Education Coordination and Grants 8 percent set-aside. (These were used as a background information to help formulate questions to use in the field, and were not included as a basis for the results and conclusions section.)

- Additional documentation that each of the field sites provided relative to plans for the 8 percent set-aside.

Secondary sources.

- All National studies conducted on JTPA that included the 8 percent set-aside since the implementation of the legislation in 1982.

- Policy and position papers from key agencies and organizations:
  National Alliance of Business
  National Education Association
  American Vocational Association
  National Governors' Association

Field Site Visits

Four States were chosen for field site visitation. Selection was based on the following two criteria:

1. Administrative structures for delivery of vocational education (see appendix B).

   Three of the four States (Ohio, Texas, and New Hampshire) have the most common organizational structure of the State board of education acting as State board for vocational education. A total of 19 States fall in this category. The fourth State chosen was Colorado, which has a separate State board for vocational education. An additional eight States fall in this category. Twenty-eight of the fifty States fall into these two organizational structures. Although no generalizations can be made for all 50 States based on a 4-state case study, it seemed important to choose States that have some common characteristics.

   Personal and professional contacts who are key policy actors involved with either JTPA or vocational education in Alaska, Florida, and Washington were contacted to add information regarding coordination, cooperation, and collaboration to the data base. Additionally, all three States fall into the two organizational structures mentioned above--Washington having a common structure with Colorado, Florida and Alaska having a similar structure to Ohio, New Hampshire, and Texas.

2. Garreau's (1981) division of North America into "nine nations." He claimed State boundaries are not the deciding factor in determining commonalty of experience but rather economic, environmental, and demographic characteristics. Some States are more than one of his "nations." One of the four States, Texas, falls into three "nations." One State, Colorado, is part of two "nations." The other two States, Ohio and New Hampshire, are in one "nation" each. A total of six of the nine nations were considered in this study using Garreau's criteria. Discussions were held in each State.

A list of the actors contacted as well as a partial list of topics discussed appears in appendix E.

As mentioned earlier, one to three actors involved in the implementation of the State Education Coordination and Grants section of JTPA were contacted in three additional States (Alaska, Florida, Washington).

- Department of Education, Division of Vocational and Adult Education
- Interviewed in Washington, D.C., policy people from--
  --American Vocational Association
  --National Alliance of Business
  --National Association of Private Industry Councils
  --National Commission for Employment Policy
  --National Education Association

The following meetings were attended in each of the four States:

- State-level Job Training Coordinating Council (JTCC) meeting
- Private Industry Council meeting(s) (see appendix F for the complete list of information sources)

Tapes were made of all discussions.

FINDINGS

The findings discussed are based on data collected from all of the above-mentioned sources by such means as written minutes of

meetings, documents gathered from site visits, and discussions with key actors. As mentioned earlier, the 50 State plans were used as background information and enrichment. (No distinction was made between the State and local actors' definitions of terms since the purpose of the study was to consider State versus Federal policy implementation.) Assumption six points out that domains differ relative to the responsibilities of the respective actors. As expected, administrative entities were focused more on policies and procedures for coordination, cooperation, and collaboration. However, States and locals that viewed themselves as effective had outcomes for clients and employers as the driving force behind the policies and procedures. One set of findings surfaced in relation to definition of terms:

- There was no consensus found that distinguished the usage of the terms coordination, cooperation, and collaboration.
- There were 50 references to the term coordination, 11 of which also referenced collaboration.
- There were 40 references to the term cooperation, 11 of which also referenced coordination.
- There were 252 references to the term collaboration.

Through the visits to the four States the author developed an even greater respect for the uniqueness of each of the States as well as a sense that the desire to solve their respective problems vis-a-vis the employment and training and education that was taking place. This is in no way meant to minimize the magnitude of the difficulties some States face. One of the findings was that each of the States was within the guidelines of the Federal legislation tailoring programs to meet their unique circumstances. A

second finding, which was not at all surprising, was that the terms coordination, cooperation, and collaboration were used interchangeably. This was to be expected, since the legislation does not provide any operational definitions for these terms or guidelines for their use. Some confusion on the part of both State and local actors resulted.

In one of the States, there exists State legislation that permits an individual to collect unemployment while taking training only if the training program receives approval by the State division of vocational education. This piece of legislation, according to state-level actors, led to the development of the position of vocational education coordinator to JTPA. This individual works out of the division of vocational education and is funded from the 8 percent set-aside. The coordinator's role is to evaluate and approve all training programs offered to JTPA programs for JTPA clients. The remainder of the 8 percent monies are returned to the State JTPA general fund. The rationale for this is that since 85 percent of the training alone is conducted by vocational educators in their facilities, there is no need for a set-aside to ensure coordination. This, as might be suspected, is not a universally held position.

The State referred to is small in both population and size, with a very low unemployment rate. The drive toward coordination, cooperation, and collaboration is not as strong as in another sparsely populated State visited during the study where the desire to lure industry to the State is strong and the need to provide

job training for residents is great. In this latter State, the Governor took a high-profile position on the issue of collaboration by encouraging common policies between job service and JTPA. In addition, social service agencies are collaborating by combining JTPA funds with monies from other agencies to provide comprehensive services to clients.

In another geographically large State that is currently undergoing educational reform, one of the ways coordination was defined conceptually was to develop common terminology for labor market information for the local, regional, State, and public sector as well as private sector use. The objective would be to enable all of the above-mentioned groups to have a common language to work from, thus minimizing the ambiguities currently present.

In a fourth State where the population is dense and unemployment is relatively high (as is the desire to encourage new industry), there is a strong state-level desire for coordination, cooperation, and collaboration. An example of the way this State defines coordination is the meetings conducted by the Job Training Coordinating Council (JTCC) with state-level agencies to learn about their roles and responsibilities.

The following are additional examples, definitions, and uses of the words coordination, cooperation, and collaboration. These examples are drawn from the database mentioned earlier, most specifically from State and local plans and interviews with State and local actors. They are presented to demonstrate the variety of uses of the terms as well as to support the conclusion that consensus on use of the terms has not been reached.

Coordination

Contact

- Exchange information between agencies.
  Example: Administrators from State and local agencies brief each other on activities that support or promote employment and training programs and policies.

- Provide funding for a liaison person from the department of vocational education to provide technical assistance to LEAs, PICs, and program developers.
  Example: State and local JTPA and vocational education liaisons examine local programs in the context of what has been proposed.

Goals and objectives

- Form partnerships--schools, business, and city government--and set joint goals.
  Example: State agencies develop common terminology for labor market information for local, regional state-wide, private sector, and public use.
  Example: State-level JTPA requires Private Industry Councils (PICs) to provide written coordination agreements with numerous specific agencies (employment service, Social Security, employment and training, and WIN) based on comprehensive planning.

Joint Planning

- Conduct joint meetings between agencies.
  Example: Job Training Coordinating Council (JTCC) conducts meetings with state-level agency heads to brief themselves and each other on employment and training programs around the State.
  Example: A proposed State and local coordination activity is implemented that includes regional administrative service centers which are the vocational education counterparts to the service delivery areas (SDAs) of JTPA, so that there would be common boundaries, data, and language when planning programs.

- Develop a state-level planning and policy council made up of members of the Job Training Coordinating Council, State board of education, board of regents, department of economic development, etc.

Policy

- Governor's office sets a high priority for collaboration efforts.

Example: Administrators from the Governor's job training office bring about common policies between job service and JTPA, fostering local integration of services.

A composite of state-level indicators of coordination is as follows:

- Frequency of meetings between agencies and administrative entities
- Sharing of ideas and programs
- Flow of resources from one agency to another
- Shared facilities
- Integrated delivery system of programs and services to clients
- Shared staff between agencies
- Joint appointments to committees
- Joint staff training

Cooperation

Contact

- Exchange information between agencies.
  Example: Exchange information on programs, people, funding, and services provided between agencies.

Financial and Physical

- Develop contiguous boundaries and coterminous budget years.
  Example: A future state-level plan that would provide common labor market information (LMI) data and analytical tools to other education and training providers in order to avoid duplication and broaden the range of training and opportunities for clients.
- Provide funding for a liaison from the department of vocational education to provide technical assistance to LEAs and PICs.
- Vocational education students and staff print brochures for local PIC at no cost.

- Joint funding for local JTPA training; city paid for tuition for JTPA clients, State vocational education system paid for equipment and private sector paid for software training.

Collaboration

Financial

- Leverage JTPA funds with funds from other sources.
  Example: Use 8 percent monies in conjunction with unemployment insurance and welfare payments to provide comprehensive programs for clients.
  Example: State JTPA actors help LEAs write requests for proposals (RFPs) for 8 percent monies.

Policy

- Governor provides strong leadership so that State and local governmental officials as well as the private sector become involved in the collaboration effort.
  Example: Establish an oversight committee at the State level made up of representatives of the Governor's office, employment and training, State Education Department, State Vocational Education Department, and State legislators.
  Example: Develop proactive advisory groups at State and local levels to comment on each other's State and local plans.

Administrative

- Develop structured agreements stipulating roles for each participating agency.
  Example: At the local level, everything in the area of employment and training passes through the PIC.
  Example: Local businesses use PIC as an arm of their own training.

- Develop a labor market information system that is coordinated among the State agency, private sector, and local user constituents.
  Example: The proposed state-level goal is for systematic dissemination of LMI for career planning guidance and job service.

The actors at both the State and local level were eager to discuss some of the incentives and disincentives for coordination, cooperation, and collaboration. They all claimed that State and local environments (economic, political, and demographic) affect

significantly the level and quality of the coordination, cooperation, and collaboration effort and that Federal lawmakers need to take these differences into account when drafting Federal legislation and developing policy.

Incentives for Coordination, Cooperation, and Collaboration

- Strong messages from Governors that coordination, cooperation, and collaboration are high priorities
- Existence of comprehensive State plans for economic development of which education, employment, and training can be a part
- Common goals at the State level, preferably ones that are measurable and toward which all agencies involved in education, training, and employment can work (for example, decrease illiteracy by X percent)
- Provision of financial incentives by Governors to agencies that engage in agreed-upon coordination, cooperation, and collaboration criteria (e.g., monies for equipment, minimum grants for experiment, etc.)
- State legislation that removes impediments to coordination, cooperation, and collaboration
- Creative approaches to collaborative, cooperative, and coordination efforts; for example, by giving positive publicity to the agencies involved
- Protective (State agency) umbrella for risk taking with regard to innovative coordination, cooperation, and collaboration
- Technical assistance to LEAs and PICs
- Evolution of programs, tolerance for "failure," and acceptance of the unsuccessful attempts at coordination, cooperation, and collaboration as part of the process of evolving better programs in the long term
- Involvement of the most enthusiastic actors
- Action plans for coordination, cooperation, and collaboration agreements that drive funding, not vice versa
- Success measured in the context of the State and local environment in which it has taken place rather than against national norms

Disincentives for Coordination, Cooperation, and Collaboration

- Reduction in funding based on more efficient use of education, employment, and training systems
- Rigid adherence to a standardized criteria for collaboration, cooperation, and coordination (unwillingness to consider State and local factors)
- Complicated budgeting systems that discourage and disallow cofunding of projects
- Highly politicized negative attitudes toward agency or agencies involved in the collaboration, cooperation, and coordination efforts
- Competition created between agencies for specific dollars (i.e., 8 percent funds)
- Funding levels that fluctuate from month to month

RECOMMENDATIONS

In order to help State and local JTPA actors implement coordination, cooperation, and collaboration, and since there appears to be no consensus on usage currently, the dictionary definitions as mentioned earlier in this publication should be the basis for deciding if, in fact, the processes of coordination, cooperation, or collaboration are taking place.

The rationale for making these distinctions is to enable those actors who must implement the 8 percent set-aside to develop a systematic procedure that is understood by all and to provide some way to assess progress being made in achieving their goals for coordination, cooperation, and collaboration.

The following is a regrouping of the activities the JTPA actors reported they were engaged in using the definitions from Webster's Ninth New Collegiate Dictionary, 1984.

Collaboration--to work jointly with others.

- Conduct joint meetings between agencies
- Exchange information between agencies, for example, newsletters
- Develop a state-level oversight committee

Cooperation--associations of persons for common benefit.

- Support incentives for industry, business, labor, and vocational education to work together
- Develop structural agreements stipulating roles for each agency
- Develop coterminous budget for State and local agencies or coterminous boundaries for State and local agencies
- Share facilities
- Deliver programs on an integrated basis

Coordination--effective results.

- Form partnerships between schools, business, and government to set common goals
- Fund a liaison person from vocational education to provide technical assistance for program development
- Leverage JTPA funds with other economic development activities that result in additional job opportunities, for example:
  - Develop standardized categories (definitions for data generation and reporting), such as enrollments, completion, and related employment information, for all agencies to use when developing programs
  - Develop a labor market information system that is coordinated among State agency private sector and local-user constituents
  - Develop a coordinated delivery system of services to provide clients with maximum employment and training services
  - Develop agreements with a service organization that provides direct client services or provides funding for support services

A Proposed Model

The dictionary definitions were the basis for a model designed to help State and local actors visualize the influences that affect their coordination, cooperation, and collaboration effort (see figure 1). Each arrow indicates an outside influence such as the employment service, the State education agency, or a local education agency that has an effect on the coordination, cooperation, and collaboration effort. This model does not speak to all influences that would or could affect a given State or locality, nor does it weight these influences. The model and its use will vary depending on the specific situation in which it is applied.

Each ring of the model uses the dictionary definition for the term. Collaboration, defined as working together (coordinating joint meetings, sharing meetings), is placed farthest from the center (program outcomes) since it refers to contact without a specific benefit or outcome.

Cooperation, working together for a common benefit (developing coterminous budgets for State and local agencies, sharing facilities and equipment), is placed in the next farthest ring from the the center.

Coordination, which is defined as leading to effective results (fund a liaison person from vocational education to provide technical assistance for program development, leverage JTPA funds with other economic development activities that result

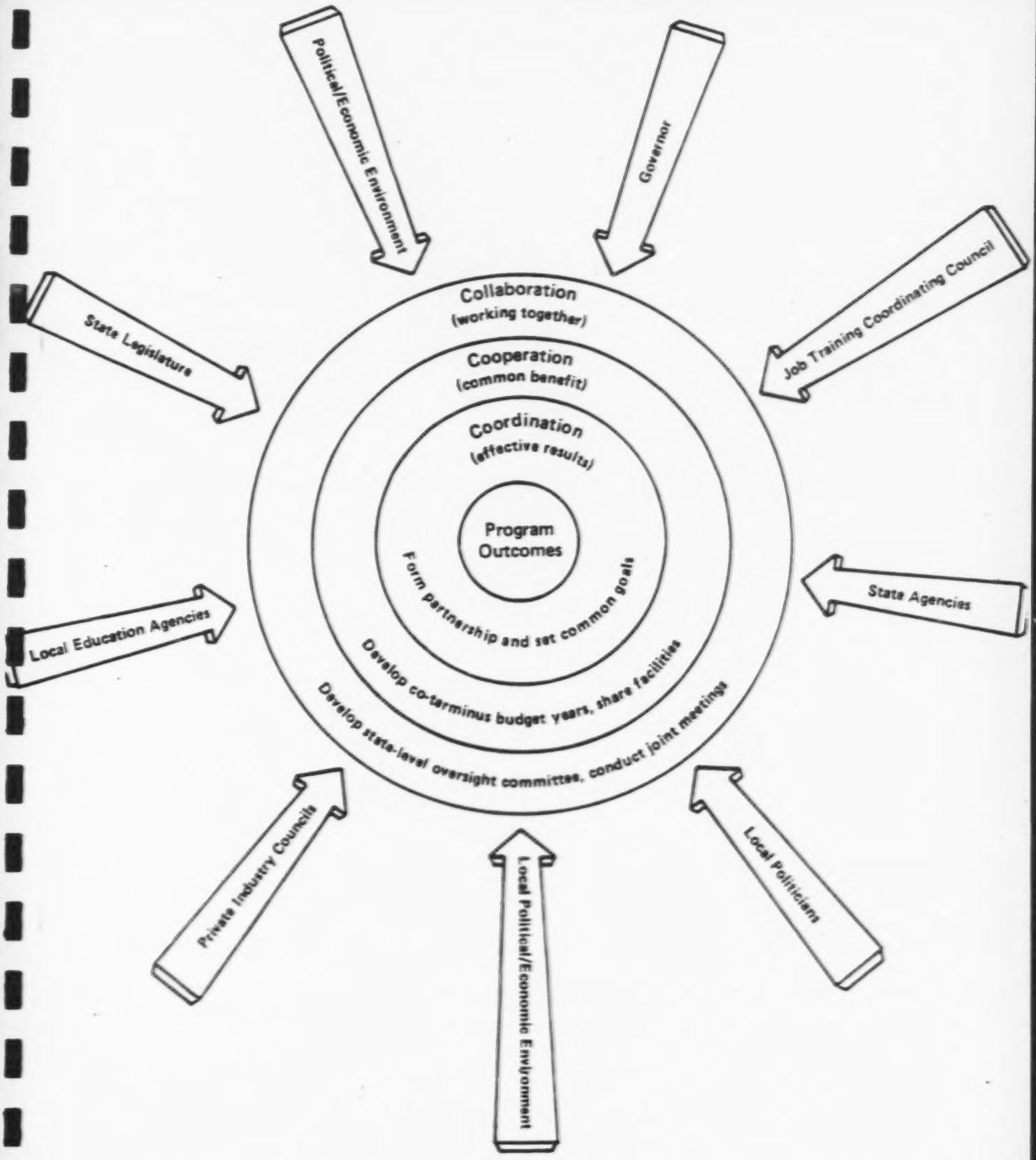


Figure 1. Collaboration, cooperation, and coordination model

in additional job opportunities), is placed closest to the center as it leads most directly to program outcomes.

The purpose of the model is to provide directionality, that is, a working toward desired program outcomes through procedural processes--coordination, cooperation, and collaboration. A circular model was used for two reasons. First, the farther the ring is from program outcomes, the less directly related these activities are to those outcomes. The converse also is true. The more directly the activities relate to the program outcome, the closer they appear to it in the model.

Second, the circular model connotes a fluidity. For example, a State Governor might want to set a goal for education and training that would be an example of coordination. In order to achieve the goal, coordination and cooperation need to take place. There will be an initial movement away from program outcomes while collaboration and cooperation are established, and then a movement back toward program outcomes.

Further Study

Although this study has assumed that coordination, cooperation, and collaboration are desirable ends in themselves, we still need to identify how these efforts relate to the intent of the JTPA legislation. Federal legislation is an abstraction created at a distance from the context in which it is to be implemented. The role of coordination, cooperation, and collaboration must be studied to achieve an understanding of the evolution of effective implementation.

Those involved in JTPA implementation genuinely would like to do the best job possible. Many feel that circumstances and available resources limit their ability to produce the desired program outcomes. It would be useful to determine the types of information, resources, and technical assistance local actors need to produce coordination, cooperation, and collaboration and thus effective program outcomes. The next step is to determine how to get the obstacles to success out of their way.

Implications for Vocational Education

Although most of the dollars for vocational education are State rather than Federal, there still is National interest in coordinated efforts between JTPA and vocational education. The new vocational education legislation, the Carl D. Perkins Vocational Education Act, makes 20 separate references to the Job Training Partnership Act, 9 of which are to the coordination effort between these 2 pieces of legislation.

This legislative linkage suggests the possibilities for new and expanded roles for vocational educators:

- This is an opportunity for vocational educators to take a proactive role in developing operational definitions for coordination, cooperation, and collaboration.
- Vocational educators can provide technical assistance to JTPA actors both at the State and local level regarding program planning and implementation.
- Vocational educators can work with JTPA in developing measurable goals for education and training since JTPA must use education standards in training.
- Vocational educators can take a leadership role in developing common databases for education training and employment program implementation.

- Since the Perkins Act moves the Federal role in vocational education more toward providing programming to disadvantaged populations, vocational educators need to help adapt existing programs and courses to meet the needs of the special populations addressed both in that act as well as the Job Training Partnership Act.

Implications for Job Training Partnership Actors

In addition, there are ways in which the JTPA community can work more effectively with the vocational education system.

- JTPA actors can and should request more technical assistance from both State and local vocational educators.
- JTPA actors need to become familiar with the new Carl Perkins legislation so that they can coordinate, cooperate, and collaborate more effectively with vocational educators.
- JTPA actors can and should review the State vocational education plan.
- Private Industry Council members should educate themselves to the services local education agencies can and do provide in order to make the most informed choice when providing training for clients.
- JTPA actors can and should communicate goals and objectives of their programs with the vocational education community to provide a basis on which vocational educators can coordinate, cooperate, and collaborate.

SUMMARY

There is a strong legislative mandate both in the JTPA (1982) and vocational education legislation (Carl Perkins Act 1984) to coordinate. Based on the findings of this study, there appears to be a greater movement toward coordination in the field. Actors interviewed at both the local and State level realize the need for this coordination and are doing a variety of things to bring it about. The model developed is one method to help bring about

change. The model is a generic one; each State must consider the factors that are relevant to its specific situation. Political climate environmental factors, State agency organizational structures, and histories must be considered when coordination is being implemented.

APPENDICES

Appendix A

Cross-references in Carl D. Perkins Vocational Education Act and the Job Training Partnership Act

Compiled by Morgan Lewis
National Center for Research
in Vocational Education

Cross-references in the Carl D. Perkins Vocational Education Act (P.L. 98-524) And the Job Training Partnership Act (P.L. 97-300)

Direct Reference to JTPA in Perkins Act

Sec 111 (a)(1)(E)
[Responsibilities of the State board of vocational education shall include] the adoption of such procedures as the State board considers necessary to implement State level coordination with the State job training coordinating council to encourage cooperation in the conduct of their respective programs

Sec 111(c)
The State board shall make available to each private industry council established under section 102 of the Job Training Partnership Act (JTPA) within the State a listing of all programs assisted under this Act.

Sec 112(a)
Each State council shall consist of--
(1) seven individuals who are representatives of the private sector in the State who shall constitute a majority of the membership--
(A) five of whom shall be representative of business, industry, and agriculture including--
(ii) one member who is a private sector member of the State job training coordinating council (established pursuant to section 122 of the Job Training Partnership Act)

Direct Reference to Perkins Act in JTPA*

Sec 4
Defines following terms by reference to appropriate sections in the Perkins Act
local education agency
vocational education

Sec 122(b) [The State job training coordinating council shall--]
(7)(A) identify, in coordination with the appropriate State agencies, the employment and training and vocational education needs throughout the State, and assess the extent to which employment and training, vocational education needs throughout the State, and assess the extent to which employment and training, vocational education, rehabilitation services, public assistance, economic development, and other Federal, State, and local programs and services represent a consistent, integrated, and coordinated approach to meeting such needs, and
(B) comment at least once annually on the measures taken pursuant to section 113 (b)(9) of Carl D. Perkins Vocational Education Act

* As amended by Perkins Act to replace references in JTPA to Vocational Education Act of 1963.

Sec 112(a)(2)
in selecting individuals . . . to serve on the State council due consideration shall be given to appointment of individuals who serve on a private industry council under JTPA

Sec 112(d)(9)
[Each State council shall--]
(A) evaluate at least once every two years (i) the vocational education program delivery systems assisted under this Act, and under JTPA, in terms of their adequacy and effectiveness in achieving the purposes of each of the two Acts and (ii) make recommendations to the State board on the adequacy and effectiveness of the coordination that takes place between vocational education and the JTPA and (b) advise the Governor, the State board, the State job training coordinating council, the Secretary, and the Secretary of Labor of these findings and recommendations.

Sec 113(a)(1)(B)
The planning periods for the State plan shall be coterminous with the planning periods under section 104(a) of JTPA.

Sec 113(b)
[Each State plan shall--]
(10) describe methods proposed for joint planning and coordination of programs carried out under this Act with programs conducted under the JTPA [and other acts].

Sec 123(b)(1)
The analysis required [projections of geographic and occupational areas of potential growth or declines and potential impact] shall be used to contribute in carrying out the provisions of this Act, the Carl D. Perkins Vocational education Act, and the Act of June 6, 1933, known as the Wagner-Peyser Act.

Assures availability of funds from the Perkins Act to maintain a labor market information system

Sec 427(a)(1)
The Secretary may make agreements with Federal, State, or local agencies, including a State board or agency designated pursuant to section 111 (a)(1) of the Carl D. Perkins Vocational Education Act which operates or wishes to develop area vocational education school facilities or residential vocational schools (or both) as authorized by such Act or private organizations for the establishment and operation of Job Corps centers.

Sec 463(a), 464(a)(1), 464(b), 464(c)
Specify responsibilities and funding for National Occupational Coordinating Committee with reference to Carl D. Perkins Vocational Education Act.

Sec 113(c)(1)
When changes in program conditions, labor market conditions, funding, or other factors require substantial amendment to an approved State plan, the State board, in consultation with the State council, shall submit amendments to such State plan to the Secretary. Any such amendments shall be subject to review by the State job training coordinating council and the State council.

Sec 114(a)(1)
Each State plan shall, not less than 60 days before the plan is to be submitted to the Secretary, be furnished to the State legislature and the State job training coordinating council under sec 122 of JTPA for review and comment.

Sec 115(a)
[Local applications shall--]
(2) describe the coordination with relevant programs conducted under the JTPA and the Adult Education Act, to avoid duplication.

Sec 115(b)
Each such local application shall be available for review and comment by interested parties, including the appropriate administrative entity under the JTPA.

Sec 472(a)
There is established a National Commission for Employment Policy . . . one of the members shall be a representative of the National Council on Vocational Education (established under section 431 of the Carl D. Perkins Vocational Education Act).

473(7) [The National Commission for Employment Policy shall--]
(A) identify after consultation with the National Council on Vocational Education, the employment and training and vocational education needs of the Nation and assess the extent to which employment and training, vocational education, rehabilitation, and other programs assisted under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs, and

(B) Comment at least once annually, on the reports of the National Council on Vocational Education, which comments shall be included in one of the reports submitted by the National Commission pursuant to this title and in one of the reports submitted by the National Council on Vocational Education pursuant to part D of title IV of the Carl D. Perkins Vocational Education Act.

Sec 201(e)
(1) Each State shall use [funds] to provide, improve, and expand adult and postsecondary vocational education services and activities to train and retrain adults.
(2) Funds used for [special needs groups] may be used for services and activities developed in cooperation with the State agency administering title III of JTPA.
(3) Funds for services and activities under this section may be used for--
(A) additional training under title III of JTPA;

Sec 323
(a) Each State receiving grants under this part shall include in the State plan methods and procedures for coordinating vocational education and programs, services, and activities funded under this part to provide programs of assistance for dislocated workers funded under title III of JTPA.
(b)(1) The State board shall consult with the State job training coordinating council in order that programs assisted under this part may be taken into account by such council in formulating recommendations to the Governor for the Governor's coordination and special services plan required by section 121 of such Act.
(2) The State board shall also adopt such procedures as it considers necessary to encourage coordination between eligible recipients receiving funds under this part and the appropriate administrative entity established under JTPA in the conduct of their

Other References in JTPA Intended to Facilitate Coordination

Sec 107(c)
Appropriate education agencies in the service delivery area shall be provided the opportunity to provide education services unless the administrative entity demonstrates that alternative agencies or organizations would be more effective or would have greater potential to enhance the participants' continued occupational and career growth

Sec 121(b)(1)
The [Governor's Coordination and Special Services] plan shall establish criteria for coordinating activities under this Act (including title III) with programs and service provided by State and local education and training agencies (including vocational education agencies) . . . postsecondary institutions

Sec 122(a)(3)(B)
Not less than 20 percent of the membership of the State [job training coordinating] council shall be representatives of the State legislature and State agencies and organizations such as the State educational agency, the State vocational education board, the State council on vocational education, the State board of education (when not otherwise represented).

respective programs, in order to achieve the most effective use of all Federal funds through programs that complement and supplement each other, and, to the extent feasible, provide an ongoing and integrated program of training and services for workers in need of such assistance.

Sec 342(b)(2)
To the maximum extent practicable, funds received under this part will be utilized in coordination with the JTPA to avoid duplication of effort and to ensure maximum effective utilization of funds under this Act and the JTPA.

Sec 404(b)(8)
[The National Center for Research in Vocational Education shall--]
"after consultation with the National Commission for Employment Policy, report annually to the Congress, the Secretary of Education, and the Secretary of Labor on the extent, efficiency, and effectiveness of joint planning and coordination under this Act and the JTPA."

Sec 421(c)
In carrying out the responsibilities [for vocational education and occupational information data systems] imposed under this section, the Secretary shall cooperate with the Secretary of Labor in implementing sec 463 of the JTPA to ensure that the data system operated under this section is compatible with and complementary to other occupational supply and demand information systems developed or maintained with Federal assistance.

Sec 123(a)
The sums available for this section [8 percent of State allotment] . . . shall be used by the Governor to provide financial assistance to any State education agency responsible for education and training--(1) to provide services for eligible participants through cooperative agreements between such State education agency or agencies, administrative entities in service delivery areas in the State, and (where appropriate) local education agencies; and (2) to facilitate coordination of education and training services for eligible participants through such cooperative agreements

Sec 123(c)(1)
Funds available under this section may be used to provide education and training, including vocational education services, and related services to participants under title II.

Sec 428(b)
The Secretary may arrange for enrollee education and vocational training through local public or private educational agencies, vocational education institutions, or technical institutes, whenever substantially equivalent in cost and quality to that which the Secretary could provide through other means.

Sec 422(a) [The National Occupational Information Coordinating Committee shall--] (1) in the use of program data and employment data, improve coordination and communication among administrators and planners of programs authorized by this Act and by the JTPA, employment security agency administrators, research personnel, and personnel of employment and training, planning and administrative agencies (including apprenticeship training agencies) at the Federal, State and local levels;

Sec 422(b) [State occupational information coordinating committees shall--]
(A) implement an occupational information system in the State which will meet the common needs for the planning for, and the operation of, programs of the State board assisted under this Act and of the administrative agencies under the JTPA;

Sec 431(a)(2)
. . . at least one member [of the National Council on Vocational Education] shall be a nonpublic member appointed from among members of National Commission for Employment Policy established under the JTPA,

Sec 431(b) The council shall advise the President, Congress, and the Secretary on--(6) implementation of this Act and JTPA, and policies needed to expand and improve vocational-technical education programs (and apprenticeship programs) in order to build a coordinated capacity to adequately prepare America's work force for employment.

Sec 433(b)
In order to determine whether upgraded vocational education schools could eliminate or substantially reduce the school dropout problem, and to demonstrate how communities could make maximum use of existing educational and training facilities, the Secretary of Education, is authorized to enter into one or more agreements with State educational agencies to pay the cost of establishing and operating model community vocational education schools and skill centers

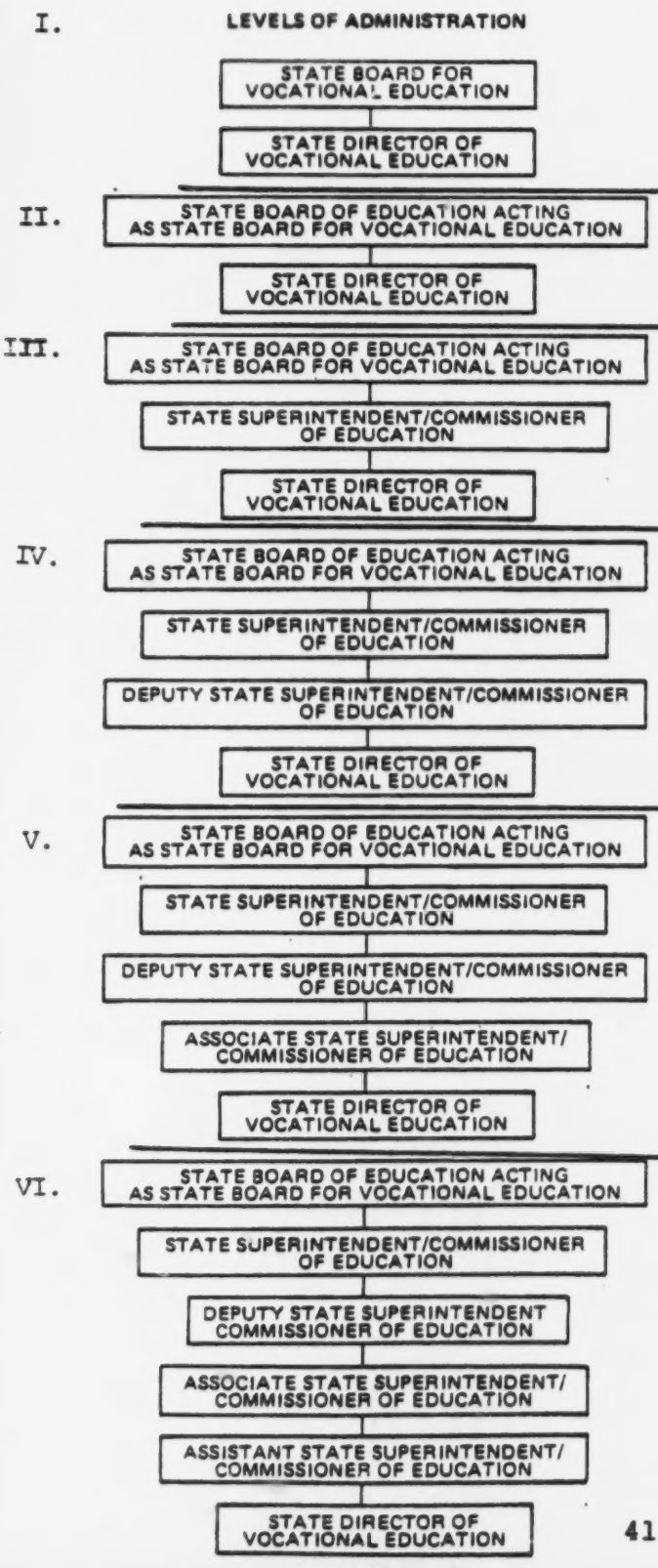
Appendix B

State Levels of Administration of Vocational Education

Prepared by the National Center for Research
in Vocational Education
(Revised 1982)

ORGANIZATIONAL STRUCTURE OF STATE AGENCIES FOR VOCATIONAL EDUCATION IN THE 50 STATES

Revised July 1982



STATES

I.
Colorado, Hawaii*, Indiana, North Dakota, Oklahoma, South Dakota, Washington, Wisconsin, Mississippi*

II.
Idaho, Montana*, Arkansas*

III.
Alabama, Connecticut*, Georgia*, Minnesota, New Jersey*, Tennessee

IV.
Alaska, Arizona, California*, Florida, Illinois, Kansas, Louisiana, Maine, Maryland, Missouri, Nebraska, New Hampshire*, Ohio, Oregon, South Carolina, Texas, Utah, Vermont, West Virginia

V.
Delaware**, Iowa, Kentucky, Massachusetts**, Michigan, New Mexico, New York*, North Carolina, Pennsylvania, Rhode Island, Wyoming*, Virginia

VI.
Nevada

*Has eliminated one level of administration within last 5 years.

**Has added one level of administration within last 5 years.

Appendix C

Examples of Questions Asked of Actors Involved in the Implementation of the Job Training Partnership Act and List of Actors Involved in the Study

The following are examples of questions asked during this study of actors in the implementation of the Job Training Partnership Act:

- What is your general response to the Job Training Partnership Act itself?
- What is your role regarding the Job Training Partnership Act?
- How do you define collaboration, coordination, and cooperation from your agency's perspective?
- What does collaboration mean to you?
- What does cooperation mean to you?
- What does coordination mean to you?
- With whom do you collaborate? How does it work? Describe.
- What are some of your most frustrating experiences regarding collaboration, coordination, and cooperation?
- What are some obstacles to collaboration, coordination, and cooperation from your perspective?
- What kinds of things help bring collaboration, coordination, and cooperation about?
- What are your suggestions for change in the legislation or implementation of the legislation that would help bring about collaboration, cooperation, and coordination?

Actors Involved in the Study Discussions
(Listed by State)

Alaska

Mr. Frank Murphy
Youth Counselor/Legislative Aid
Juneau, AL
(phone interview)

Colorado

Mr. Bart Alexander
Associate Director
of Employment and Training
Department of Labor
Denver, CO

Ms. Ann Azzari
Assistant Director
Department of Labor
Denver, CO

Dr. Rich Feller
Private Industry Council
Larimer County
Ft. Collins, CO

Ms. Joni Freedman
Administrative Assistant
Larimer County
Ft. Collins, CO

Mr. Neil Glickman
Executive Director
Private Industry Council
Larimer County
Ft. Collins, CO

Dr. Marlene Hall
Dean
Denver Aruria Community College
Also staff, faculty, and clients
in Warren Village program
Denver, CO

Dr. Carole Johnson
Assistant Director
Division of Occupational Education
Denver, CO

Ms. Nancy Marion
Director
Governor's Job Training Office
Denver, CO

Mr. Jeff Siefried
Statewide JTPA Coordinator
Division of Occupational
Education
Denver, CO

Florida

Ms. Carole B. Harrison
Management and Technical
Assistance Coordinator
Division of Labor, Employment
and Training
Tallahassee, FL

Mr. Larry Hawkins
State Representative
Chair, Higher Education Committee
Dade County, FL
(phone interview)

New Hampshire

Dr. Stephanie Bleckarczyk
Associate Professor of Education
Keene State College
Keene, NH

Mr. Charles Burns
Director, Continuing Education
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Dr. Howard Croteau
Director, Continuing Education
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Ms. Cecile Goff
Program Director
Monadnock Mental Health Center
Keene, NH

Mr. Bill Porter
Director of Vocational Education
Concord, NH

Ms. Jean Reno
Field Coordinator for
Green Thumb Program
(Older Americans Job Training
Placement Program)
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Ms. Caroline Thomas
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Ms. Diane Wallace
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Ohio

Ms. Samantha Carroll
Administrator
Private Industry Council
Marion, OH

Dr. Karen Dawson
Associate Director
Employment and Education
Commission
Franklin County
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Dr. Pat Doerman
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Program Services
Division of Vocational Education
Ohio Education Department
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Mr. Carl Fulmer
Teacher, Basic Skills
Findlay High School
Job Training Partnership Act clients
Findlay, OH

Mr. Ray Miller
State Representative
Member of Education Committee
and Executive Director
Employment and Training Council
Franklin County
Columbus, OH

Dr. Randall Ripley
Chairman, Political Science Department
Ohio State University
Columbus, OH

Ms. Dusty Rothman
Coordinator, Field Placement for
JTPA Clients in Nurses-Aid Program
Toledo, Ohio

Ms. O'Della Welch
Administrator
Private Industry Council
Franklin County
Columbus, OH

Clients attending basic skills
programs at Columbus Technical Institute
Columbus, OH

Clients in Findlay Basic Skills Program
Findlay, OH

<u>Texas</u>

Ms. Paula Campbell
Administrative Assistant for
State Representative,
Willimena Delco, Chair,
Education Committee
Austin, TX

Mr. Doug Duke
Governor's Office
Economic Development
Austin, TX

Mr. Michael R. Fernandez
Executive Director
State Occupational Information
Coordinating Committee
Austin, TX

Ms. Pat Hooper Harrison
Director of Guidance
Northside Independent School District
San Antonio, TX

Mr. Paul W. Lindsey
Associate Commissioner
Occupational Education
and Technology
Texas Education Agency
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Mr. Patrick I. Lombardo
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Private Industry Council
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Mr. Rich McKay
Texas Department of Community Affairs
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Mr. Will Reese
Executive Director
Advisory Council on
Vocational Education
Austin, TX

Mr. James C. Woodman
Coordinator
Job Training Partnership Act
Texas Education Agency
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<u>Washington</u>

Mr. William J. Mohler
Executive Director
Commission for Vocational Education
Olympia, WA

Appendix D

Information Sources for Study of the Job Training Partnership Act 8 Percent Set-aside

READ all 50 State plans for the 8 percent set-aside:

Review all National reports written dealing with JTPA and the 8 percent set-aside since legislation enacted (October 1982)

INTERVIEWED in Washington, D.C., policy people from:

- American Vocational Association
- National Alliance of Business
- National Association of Private Industry Councils
- National Commission for Employment Policy
- National Education Association

Spent 3 1/2 days in each of the following 4 States interviewing actors involved with the 8 percent set-aside:

1. Colorado
2. New Hampshire
3. Ohio
4. Texas

Interviewed 2 to 3 key actors involved with 8 percent set-aside (in person or by phone) in each of the following States:

1. Alaska
2. Florida
3. Washington

ATTENDED conferences:

- December 1984--American Vocational Association Annual Convention. Sessions dealing with JTPA
- March 1985--New England Tests and Measurement Conference. Sessions dealing with job training
- April 1985--American Educational Research Association. Sessions dealing with policy implementation
- April 1985--Spring conference, National Association of State Directors of Vocational Education. Made presentation: "State Legislators: A Role in the Coordination of Education, Training, and Employment."

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